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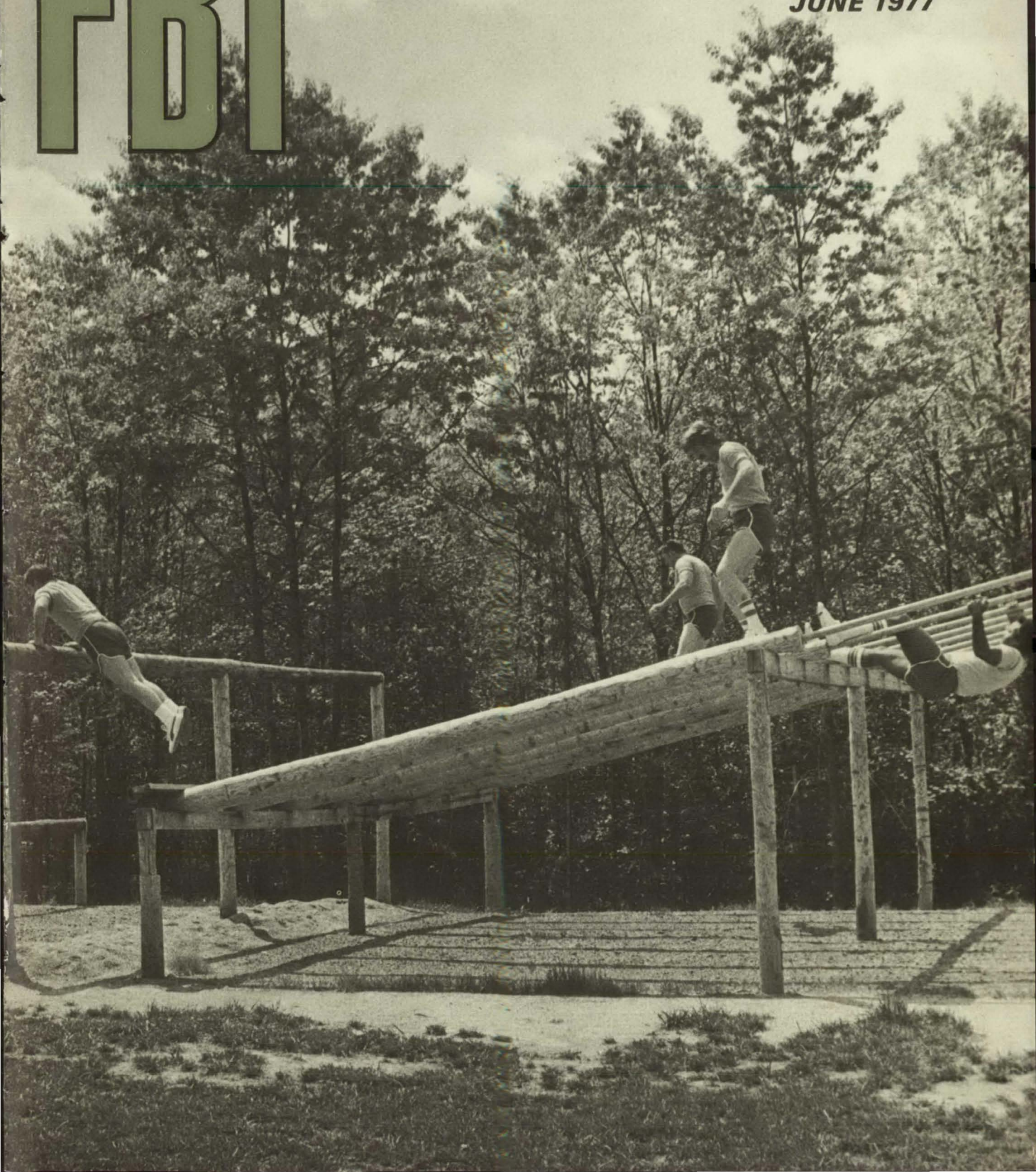
FBI Law Enforcement Bulletin

JUNE 1977



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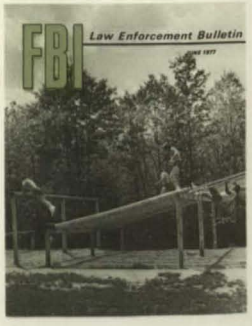


THE COVER

This month's cover features members of the 109th Session of the FBI National Academy participating in physical training at the FBI Academy, Quantico, Va.

Message from the Director . . .

TODAY'S POLICE OFFICER is striving more than ever toward excellence, toward professionalism. Educational qualifications for entrance into police ranks have been upgraded, and officers already on duty are involved in continuing education unprecedented in the history of police service.

The times demand high-caliber police professionals. The decisions that face every officer, from the patrol force to police management, are as complex as our society is today. The laws we enforce constantly change or are reinterpreted.

While challenges of this magnitude would surely be enough to tax any profession, the police officer constantly faces another challenge that affects his or her very survival—the challenge of physical fitness.

The nature of our job requires endurance, exemplified by foot patrol, changing shift assignments, exposure to the elements in traffic duty, and above all, long hours occasioned by emergency service. Strength, agility, and power—other elements of fitness—are needed in arrest situations, chases, and on specialized assignments, such as SWAT teams. Probably, only the professional athlete has more need of physical fitness for his job.

"Back to basics" is a rallying cry often heard in education today. A basic need in the police profession is fitness, not just physical strength or size, but the all-around physical well-being that develops stamina and endurance.

Most law enforcement agencies today include physical fitness in their training programs. The FBI tests new Special Agents with pullups, pushups, situps, and two running courses. Guidance for a good program to develop total fitness is available. And, regardless of age or present physical condition, a person who is organically sound can achieve fitness. Of course, a medical checkup before embarking on a new program of exercise is always advisable.

There is no easy way to physical fitness—it is hard work. Fitness requires many months of effort, and it can only be maintained by a continuing exercise program. The key is *regular* exercise. Sporadic activity, the curse of the "weekend athlete," is not the way, nor are passive placebos—steambaths, saunas, or massages.

The achievement of fitness is a worthy individual goal; it is an essential ingredient of good health. It should also be a positive policy for the police manager as an essential element of overall departmental efficiency. Fitness is a necessary

MESSAGE

complement to today's higher education for police. This is not a new concept; even the ancient Romans recognized this need in their phrase "mens sana in corpore sano," a sound mind in a sound body. They understood that fitness is conducive to the clarity of thought required in making decisions.

In addition, a sure feeling that you have the physical capacity to successfully resolve a troublesome situation allows you to do so with a minimum amount of force. A firm knowledge of your responsibilities, added to good physical condition, will insure controlled response and avoid excessive force.

Probably the hardest part of achieving physical fitness is the motivation for busy police officers to regularly exercise. But the thinking officer realizes fitness is in his or her best interest, both in long-range terms of good health, and more immediately, for survival in a dangerous profession. If I could just speak personally to every police officer—remember, it is your life on the line.

CLARENCE M. KELLEY
Director

June 1, 1977

A Mobile/Portable Communications System

By
WARREN E. ROBINSON
Chief
Bellevue Police Department
Bellevue, Nebr.

In the late 1940's, when the headquarters for the Strategic Air Command relocated to old Fort Crook, south of Omaha, Nebr., little did anyone realize the impact such a move would have on the growth of the village of Bellevue, Nebr., whose population at that time was approximately 2,500 with a 1-man police department.

The police department did not begin to significantly increase in size until about 1954. At that time, a 30-watt mobile radio unit was purchased and converted into a base station for use by the police department, and a second-hand radio unit was installed in the one police vehicle in use. This equipment was utilized until approximately 1958, when a new 55-watt low-band base radio station was purchased.

By 1961, the department had grown to eight people, and a second police cruiser was put into service. Old Fort Crook was changed to what is now known as Offutt Air Force Base, and increases in military and civilian personnel at the base continued to move into the area, expanding Bellevue's boundaries. This created additional communication problems due to the larger jurisdictional area. As the department continued to grow and more

cruisers were put into service, many problems were encountered with this low-band system, especially with transmissions from one mobile (car) unit to another.

In 1972, following careful analysis of the effectiveness of the existing low-band radio system, the department initiated a study to find a system that would allow for expansion of the ever-growing community, and at the same time, be more efficient. After thoroughly reviewing several types of transceivers, a mobile/portable communications system was selected.

The equipment ultimately installed consisted of a police communications control center; a 250-watt main base station; a stand-by base station; two satellite receivers, which provide a total of four continuous receiving sites for each channel; and mobile/portable transceiver units, each equipped with self-contained touch-tone encoders. Electronically, the communications system consists of two duplex radio frequency channels, with each channel using a mobile relay station to provide coverage for the entire city.

"[T]he department initiated a study to find a system that would allow for expansion of the ever-growing community, and . . . be more efficient."

These mobile relay stations also provide extended car-to-car and car-to-individual range as compared to the previously used direct-transmission and receiving system. In addition, this system allows the dispatcher, if needed, to engage a mobile relay station to communicate with mobile and portable units or to disconnect the relay, thereby eliminating the automatic retransmission of the signal.

A view of in-car installation of the mobile/portable unit with the 12-button, touch-tone encoder clearly visible.

To provide multichannel operation of the system, all channel frequency assignments are on the ultrahigh frequency (450 to 470 MHz) band. The mobile personal portables are equipped with two additional channels, of which, one is used for tactical purposes and the other for surveillances. To eliminate as many outside monitors as possible, the surveillance channel is not transmitted through a repeater or the base station. The total cost of this communications system, including one small building, recording equipment, and closed-circuit television monitors, was $87,345, of which 90 percent was funded by the Law Enforcement Assistance Administration.

The system was designed to comply with certain guidelines as suggested by the National Advisory Commission on Criminal Justice Standards and Goals which recommended that police agencies " . . . equip every on-duty uniformed officer with a portable radio transceiver capable of providing adequate two-way communications and capable of being carried with reasonable comfort on the person."

"[O]fficers responding to calls not only have a mobile unit, but also a highly effective personal portable unit."

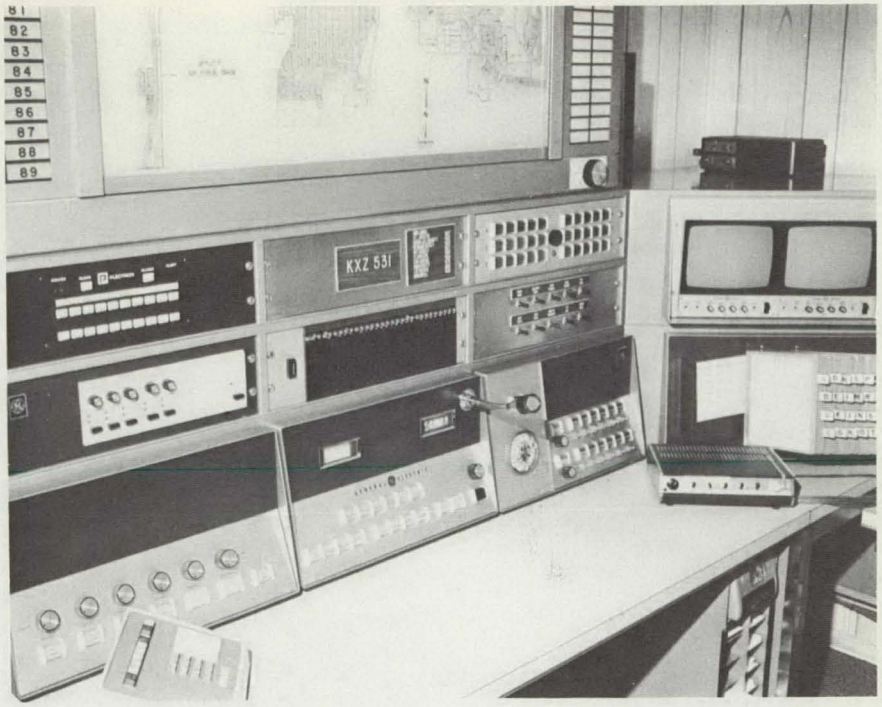
Since the units were designed for portable operation, the vehicles were fitted with mobile chargers to recharge the portable unit's batteries. The mobile chargers also drive an external PA amplifier with audio from the receiver and an internal 10-watt amplifier which provides audio in the vehicle. The antenna and microphone are connected within the charger package, eliminating external connections to the portable unit. To safeguard against theft, each unit is secured into the charger by means of a cylinder

lock. As a result, officers responding to calls not only have a mobile unit, but also a highly effective personal portable unit.

> ***"The most unique feature of this system is its accessibility to the worldwide telephone network."***

The most unique feature of this system is its accessibility to the worldwide telephone network. Mounted on each portable unit is a miniature 12-button generator encoder, similar to those found on a conventional touch-tone telephone, which interconnects to the telephone circuits by means of an interface unit at the repeater site. By dialing a predetermined access code, a dial tone is transmitted back to the unit. Any local or long-distance telephone number may then be dialed directly from the unit. Conventional push-to-talk operation is maintained.

Communication with other agencies having the same system may also be accomplished by dialing their unlisted telephone number from the Bellevue unit, thereby providing mobile coverage in the city of Bellevue, the State of Nebraska, or throughout the world. Conversely, a person at any telephone may communicate through this system by simply dialing Bellevue's unlisted telephone number. This feature allows off-duty police personnel and undercover agents, without radios, access to the system. A call is terminated by dialing an off code, or the system will automatically disconnect 60 seconds after the last transmission.



A view of the communications control center showing the system's control panel, as well as other related communication equipment.

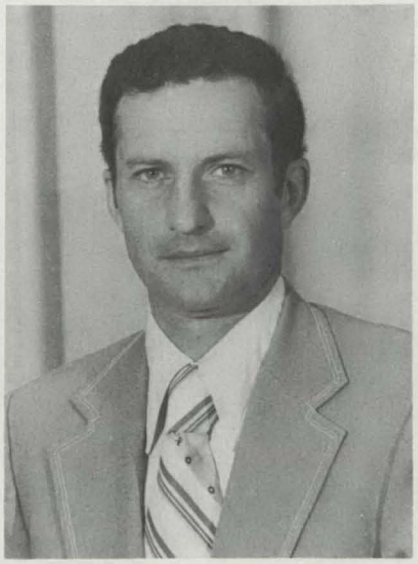
An officer utilizing the mobile/portable hand unit when responding to a call at a private residence.

Currently, the city of Bellevue has a population of 28,000, and the police department has a total of 40 sworn and civilian employees. Although the initial cost of this communications system was high, it is much more efficient than the one previously used. And, it is believed that, in the long run, it will be less costly than many other systems in that it will allow the department to keep pace with the expanding community with a minimum of additional expense and modifications.

Personnel Selection and Promotion Processes: Some Considerations

By
LT. JOHN STURNER
Systems Unit
Police Department
St. Paul, Minn.

Is it possible for the police administrator to become master of his own destiny, or will he be the helpless victim of past inequities in the promotional process? Court decisions and laws have swept aside many traditional promotional practices and created an atmosphere bearing significantly on the future of law enforcement. There is no refuge. Excuses and well-intentioned advice are useless. The future is by no means bleak, however, if the administrator faces the problem realistically. Basically, the requirement is to clearly determine the promotional needs and thereafter to devise methods to assess and test logical candidates fairly in an effort to identify those best qualified to meet these needs.



I. *Developments in Personnel Recruitment and Selection*

By examining developments bearing on personnel selection and promotions over the past decade or so, police administrators can better evaluate the performance of their centralized personnel selection branches. This evaluation should relate to assessing the recommendations made by the branch, whether personnel testing practices were modified or changed to conform with Federal guidelines, and if future personnel-related forecasts for the agency encompass recent developments in this field.

In 1964, Congress enacted the Omnibus Civil Rights Law. Title VII of this law addressed the area of employment opportunities and prohibited discrimination because of sex, race, color, religion, or national origin. At that time, the law affected the private sector and excluded State and local governments. The act established the Equal Employment Opportunity Commission (EEOC) to administer the law, and gave this commission authority to establish guidelines and accept complaints.

Because the act did not affect local government, it had little impact on police agency practices between the years 1964 and 1971. However, on March 8, 1971, the United States Supreme Court issued its ruling in the now famous *Griggs* v. *Duke Power Company* case, 91 S. Ct. 849 (1971). This was a class action suit which charged that the Duke Power Com-

pany had discriminated against a group of black employees through the use of standardized test devices as a condition for promotion. Simply stated, the Court held that the intent of the Civil Rights Act of 1964 was concerned with the consequences of testing and not the good intent of the employer or his lack of discriminatory intent. The Court upheld the EEOC guidelines of 1966 and found that all tests used for employment purposes must be valid, that is, they must measure a tested person's capability to perform a specific job. All requirements and standards established must be business- or job-related.

By mid-1971, it should have been clear to professional personnel administrators that the old practices of employee selection were in serious trouble in the private sector, and pressure was mounting to apply the new standards to local government. Early in this decade, Stanley Vanagunas warned of anticipated consequences when he stated, "If *Griggs* is sweepingly applied to the police profession, a period of 'anarchy' can be readily foreseen in the recruit selection standards of police departments not prepared to offer hard facts as to the relationship between test instruments used and the officer's job." [1]

In 1972, Congress passed the Equal Employment Opportunity Act which modified title VII in that State and local units of government were brought under the Federal umbrella patched together by the 1964 Civil Rights Act, EEOC guidelines, and Federal court decisions. Fully 6 years after the EEOC first published guidelines for employment and promotion testing, most State and local central personnel selection agencies had not taken any positive steps to bring their procedures into compliance. It can be argued that they were not required to do so, but on the other hand, in light of the pressure to extend the movement to government employment, good planning would have produced a contingency program. This argument is now rhetorical, but what has shocked police administrators is the suddenness with which the roof appeared to cave in and the inability in many instances of their personnel branches to adjust and cope with the new rules.

A second reason for examining the past is to allow us to prudently prepare for the future. As we emerge from the revolution in employment testing and selection procedures, we must gird ourselves for the next major application of the new rules—to the area of promotional practices. As police agencies across the country begin to reflect greater representation of protected classes of employees, and as these employees gain time in grade at the entrance level, pressure will rapidly build to remedy promotional practices not in compliance with the guidelines. Neither the courts nor the EEOC have drawn a distinction between the requirements for entrance examinations and those for promotional examinations.

"At no time in our history has the manner and criteria we use to select our supervisors and managers been of greater significance."

At no time in our history has the manner and criteria we use to select our supervisors and managers been of greater significance. The pressures generated by high crime rates, coupled with the need for top-light leadership, demand that police chiefs critically examine past and current promotional criteria and act as a powerful force in shaping future practices. The requirements of the Federal umbrella should be looked at positively as the means to restructure inadequate promotional procedures for the manifest betterment of the organization. Each chief must examine the quality and adequacy of his personnel branch's service in relationship to his agency's true needs.

II. *Purpose of Promotional Examinations*

Basically, a promotion is a job change which carries with it increased responsibility and usually a corresponding increase in compensation or status. Two basic organizational needs are met by promotion of personnel:

1. The work force is adjusted to fill vacancies in positions.
2. A morale device is created to increase employee incentive and initiative.

The needs of organizations—including police organizations—are best met when promotional procedures are so designed and administered that they eliminate those not qualified or only marginally qualified, and they elevate those who are best qualified to perform the position of increased responsibility. This concept, in theory, is the merit system—a standard accepted for years. This sound concept, as well as the basic purpose for testing, *are not* in conflict with the guidelines set down by the EEOC. To the contrary, long before the Civil Rights Act of 1964, industrial psychologists and leaders in the field of personnel administration have stressed the necessity for defining the job to be performed, identifying the necessary criteria for successfully performing in the job, and using a valid test device to measure whether the testee meets these criteria. This is essentially what the guidelines are also all about. If, however, a selection method discriminates in its outcome against protected classes, the burden is upon the tester to show that the test is validly related to the tasks of the job. This is the crux of the present problem as we frequently cannot show such validity because current promotional testing procedures

often lack an acceptable degree of job relatedness.

III. *Current Common Promotional Practices*

There are police department administrators who are working closely with their central personnel branches to develop new and innovative promotional procedures. Unfortunately, these administrators appear to comprise the minority in the police community, and for most it seems to be "business as usual."

Civil service, in the generic sense, was a significant reform prompted by flagrant abuses in filling positions in public employment. It curbed the practice of obvious favoritism as fostered by political machines and the "spoils system." Having accomplished such reform, it has often not kept pace with the social and political changes constantly occurring in our dynamic society. Shimberg and DiGrazia feel that "in their efforts to achieve a high degree of objectivity, Civil Service officials may have introduced a cure that may be worse than the original disease." [2]

In order to exclude political influences, promotional procedures have stressed objectivity. This demands that testing devices be developed to measure hard facts and knowledge. In the field of law enforcement, such areas as law, rules and regulations, and basic police science and administration are emphasized. Important qualities such as managerial skills, attitudes, values, and other abstractions are usually excluded. The testing process in most jurisdictions generally includes the following:

A. *Written Examination*

The written examination is the cornerstone of most police promotional procedures. A good case can be made that the contents of many current examinations do not meet the criteria of selecting the best people for promotion in a consistent way nor are they in line with EEOC guidelines. They generally consist of a series of multiple choice questions drawn directly from a group of selected textbooks. In most cases, no job analysis has preceded formulation of the exam. Often, the same questions are used in exams for varying ranks despite a great disparity in responsibility and duties between those being tested. An unfortunate practice in some instances is the reuse of the same test questions over and over again in subsequent exams. Such a situation seriously jeopardizes all criteria for validity.

These examination inadequacies often result from a lack of in-depth knowledge concerning the many and varied police-related functions by those preparing the tests. One or more central personnel staff members are sometimes required to construct examinations for the entire spectrum of positions from sanitation foreman to data processing technician to police manager.

This kind of situation tends to pressure the test designer(s) to turn to a few standard police texts from which to formulate questions. Regrettably, the texts used are often simplistic, narrow in scope, and perhaps outdated. This approach precludes the use of many texts that while not particularly police oriented contain much useful information in such areas as personnel administration, organizational design, management, and organizational development, to name a few. The obvious results are tests that do not meet the needs of the organization, do not adequately assess the test taker, and are not validly job-related. They are obviously easy to score, very objective, and inexpensive to prepare and administer. However, viewed in terms of unfilled organizational

needs and inefficiencies in the use of human resources, their cost makes them far too expensive to accept.

B. *Performance Evaluations*

Performance evaluations are commonly used and have been often found to have little significant impact on the promotional process. The frequent use of imprecise terminology or formulas in rating personnel, together with the widespread tendency to overrate during evaluation, make these evaluations a highly suspect tool in the overall selection process. It may indeed be seriously questioned whether they belong in the promotional process at all, except perhaps to the extent that they may serve to disqualify the obvious underperformer.

Civil service bureaus, on the one hand, demand total objectivity in written tests, and on the other, allow use of this extremely subjective factor in the promotional process. Without major reforms in performance evaluation procedures, they may soon have to be discarded since the Tenth Circuit Court of Appeals found in *Brito* v. *Zia Co.* (10th Cir. 1973) 478 F. 2d 1200 that performance evaluations were tests and must, therefore, be validated according to EEOC guidelines.

C. *Oral Interview*

The oral interview is one of the most widely used assessment procedures in the public and private sector. Interviewing is an art that has, over the years, been extensively studied and evaluated with the result that a large body of knowledge exists concerning it, which provides considerable guidance in its use. Much of the concern expressed by those in law enforcement who distrust oral interviews as a testing procedure for promotions can be largely attributed to a total lack of confidence in the way some civil service officials conduct the interviews. Shimberg and DiGrazia found three common weaknesses in current practice:

1. The characteristics most appropriate for rating an interviewee in an oral test situation are not carefully identified in advance.
2. No standards are set by which to judge candidate performance.
3. The numerical rating devices provide for such a wide range of rater response as to make inter-rater reliabilities too low to be usable.[3]

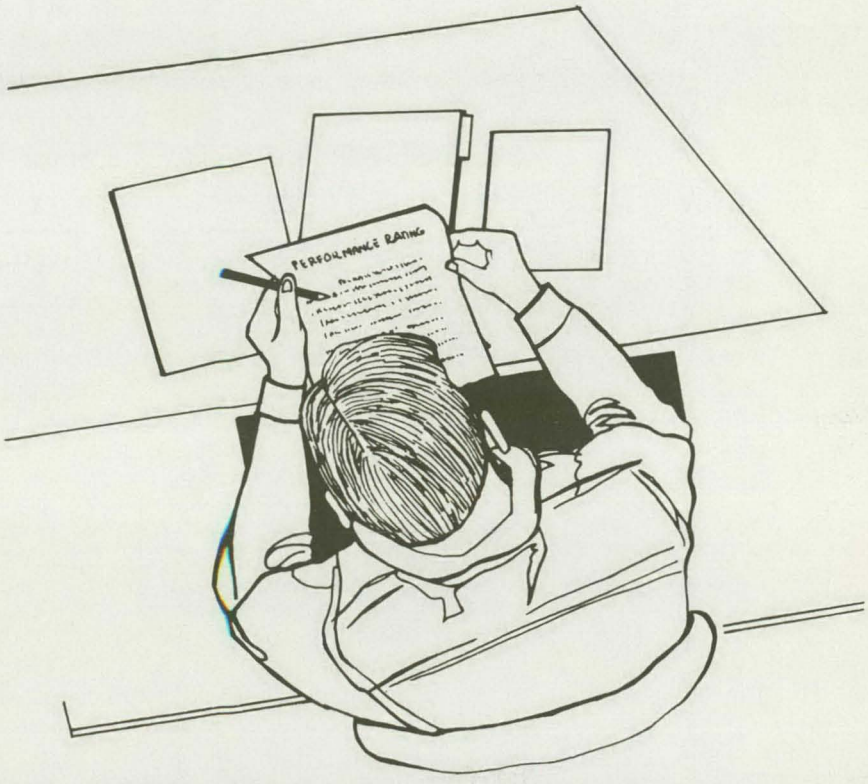
Often raters or board members are chosen by virtue of their rank or the geographic location of their agency, with little or no consideration being given to the type of experience they possess, their educational background, or other key influences. Their attitudes and perceptions may well be in conflict with those of the administration of the candidate's organization.

The current shortcomings of many oral rating systems make it unlikely that they would be able to meet the critical requirements of EEOC standards.

"The current shortcomings of many oral rating systems make it unlikely that they would be able to meet the critical requirements of [Equal Employment Opportunity Commission] standards."

IV. A Viable Alternative

The chief administrator, who identifies many of these shortcomings



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in connection with his own personnel practices, would do well to review Standard 17.4 of the National Advisory Commission on Criminal Justice Standards and Goals which states in part:

> The police chief executive should oversee all phases of his agency's promotion and advancement system including the testing of personnel and the appointing of personnel to positions of greater responsibility. The police chief executive should make use of the services of a central personnel agency when that personnel agency is competent to develop and administer tests and is responsive to the needs of the police agency.[4]

Being dissatisfied with current procedures and results is not enough. The chief must develop a positive program—hopefully with his central personnel branch's assistance—that has a reasonable expectation of identifying the best qualified persons for the specific jobs to be filled, and at the same time, will be legally acceptable. To do any less will invite challenge and could result in the imposition of court administration of promotional practices.

The most promising recent development relating to evaluating employees for promotion is the assessment center technique. The development of assessment centers was prompted by the unique and stringent demands of World War II to identify and place the very best people in sensitive positions. The Germans used this technique, as did the British, to select officers, and the United States' Office of Strategic Services utilized it to select undercover agents.

The private sector also found itself facing serious personnel problems in the 1950's as the management boom began and economic and technological advances placed new strains on large corporations. Today's assessment center users range from the giants of corporate industry to some of the smaller firms.

The assessment center technique serves two functions. First, it is extremely useful for identifying employees who have a significant potential for promotion, and conversely, those who have a lesser potential. Secondly, through testing, it discovers those who are the most qualified for promotion. Depending upon the nature of the organization, one or both uses may be appropriate. In the public service, it is most likely that the latter would be most applicable. A tertiary benefit that applies in most instances is the identification of weaknesses in employees which should be targeted for future improvement by the individual through a self-improvement program or by a formalized program sponsored by the organization.

The assessment center concept is simple and to the point. It is basically a systems approach with input-process-output. (See fig. 1.) The *input* is

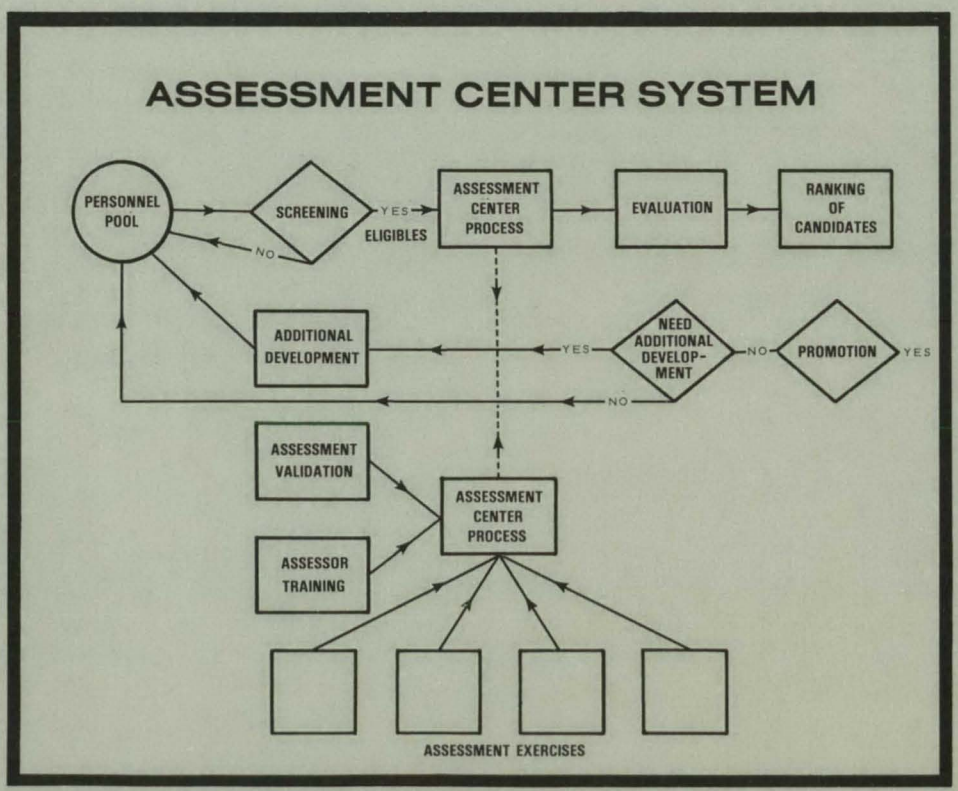
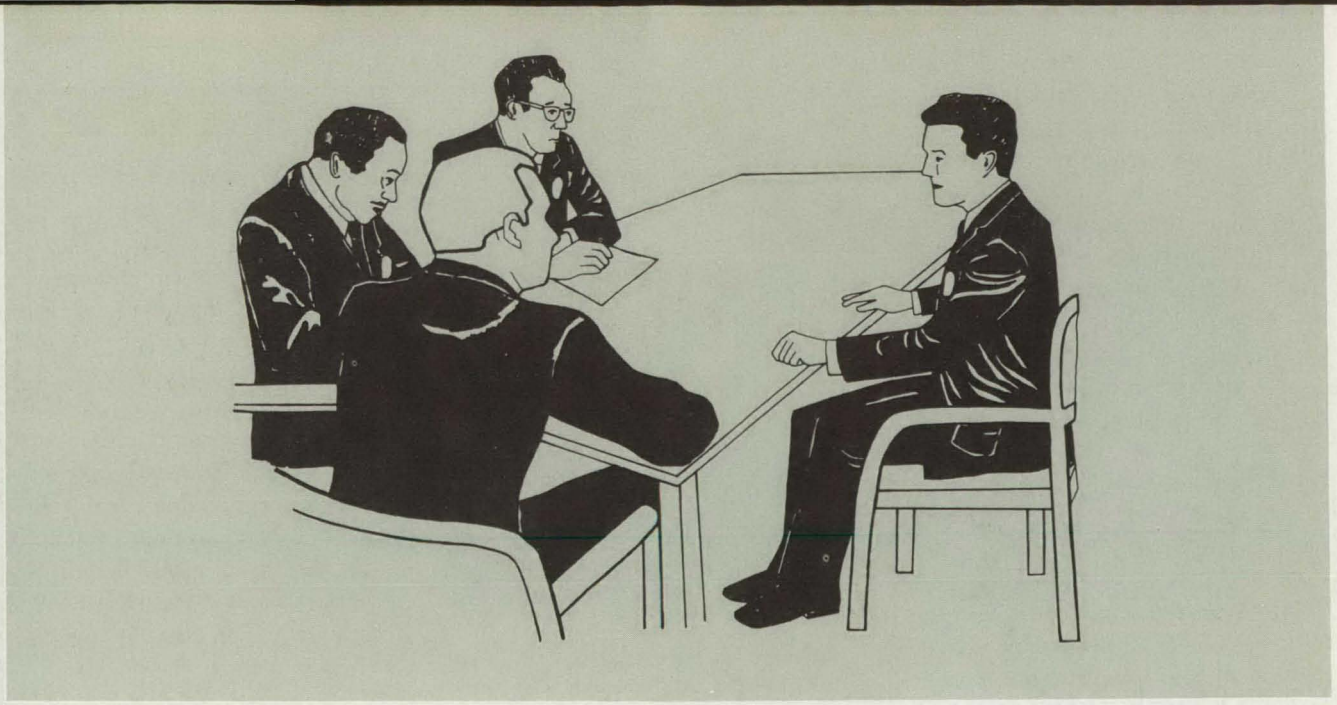


Figure 1



the individual to be assessed. The *process* consists of a series of situational exercises in which the candidates take part while being observed and evaluated by the raters. The exercises are developed to correlate to the abilities and skills that those to be assessed should possess for future successful job performance at a higher level. The types of abilities and skills being sought in assessees during the assessment exercises have been previously identified as necessary through job analyses, critical events studies, or other techniques. Properly developed criteria for assessment are critical to ensure the job-related validity of the process. The *output* of the system is an evaluation of each assessee upon which decisions can be based.

The Federal Bureau of Investigation has recognized the problems associated with satisfying both legal requirements and job-related validity, and has recently initiated the assessment center technique to assist in identifying personnel with supervisory potential.[5] The Bureau has taken painstaking steps in the planning and implementation of their assessment program to ensure its viability in a dynamic environment.

Assessment centers, when properly conducted, meet the tests of validity in both subjective and objective evaluations of job-related criteria of performance. To assist in the establishment of the FBI Assessment Center, one of the country's noted experts in this field was hired as an outside consultant. A thorough job analysis was conducted which identified a number of dimensions of behavior or attributes and skills linked to successful job performance in the supervisory position within the Bureau. Identification of these dimensions will now serve two critical purposes in the selection process. First, the employee performance appraisal system can be restructured to more accurately measure performance as it relates to critical events encountered during normal job performance. Secondly, the job dimensions that were identified as critical are those which the assessment process is structured to identify in those being assessed.

"Assessment centers, when properly conducted, meet the tests of validity in both subjective and objective evaluations of job-related criteria of performance."

The Bureau's program uses seven assessment exercises:

"1. *Background Interview* — A structured interview designed to elicit the personal history, current accomplishments, and future goals of the interviewee.

"2. *Management Problems* — A leaderless group discussion with no assigned roles. Participants submit recommended solutions to assigned problems within a specified time.

"3. *National Executive Council*—A leaderless group discussion with roles assigned to participants in a hypothetical 'National Executive Council.' Each must allocate funds and make other judgments on a variety of conflicting proposals within a specified time. This exercise is videotaped.

"4. *Press Conference* — Each participant must make a for-

mal presentation of a final recommendation of the 'National Executive Council' and answer questions posed by simulated news media representatives relating to the recommendation. This exercise is videotaped.

"5. *Interview Simulation*—Each participant assumes a supervisory role in a planned interview of a 'problem' employee.

"6. *Analysis Problem* — Each participant, acting as a consultant, is requested to analyze data, make written recommendations and, thereafter, support them in an oral interview.

"7. *In-Basket*—Each participant, playing the role of a State government executive, is asked to handle an accumulation of letters, notes, requests, et cetera, found in a simulated in-basket. There is a time limit on this exercise." [6]

Assessors each receive 5 days of intensive training as part of a systematic effort to exclude bias from the program. This innovative approach on the part of the Bureau, as well as similar programs being developed by several police departments, should serve as models for other agencies.

The value of this system is apparent when contrasted to the simplistic approaches to complex requirements we find so prevalent today. It has been argued that the assessment center technique is too expensive, but when compared to the long-term costs of promoting the less than best qualified persons, or the loss of control over personnel administration to external agencies, cost is not necessarily a valid argument.

The chief executive of each police agency who has less than total confidence in his current system of promotion and its ability to stand the rigors of future challenges should, if he has not already done so, seriously consider examining and adopting the assessment center technique as a possible solution to his present promotional practices. The warning signs are clear, and for those that should act and do not, the consequences may indeed be bitter. The time has come for us in the police profession to develop our own affirmative action plan in the area of promotions in order to assure continued control of our destinies and the fair and efficient identification and promotion of those best qualified for advancement.

Chief R. H. Rowan

FOOTNOTES

[1] Stanley Vanagunas, "Police Entry Testing and Minority Employment Implications of a Supreme Court Decision," *The Police Chief*, April 1972.

[2] Benjamin Shimberg and Robert J. DiGrazia, "Promotion," *Police Personnel Administration*, ed. O. Glenn Stahl (Washington, D.C.: Police Foundation, 1974), p. 104.

[3] Ibid., p. 114.

[4] National Advisory Commission on Criminal Justice Standards and Goals, *Police* (Washington, D.C., 1973), p. 437.

[5] See "Management Aptitude Program: The FBI Assessment Center," *FBI Law Enforcement Bulletin*, vol. 45, no. 6, June 1976, pp. 3–11.

[6] Ibid., p. 5.

Violent Crime Reports Drop in 1976

According to preliminary annual crime figures for 1976, serious crime showed no increase when compared to 1975. Serious crimes are those that make up the FBI's Crime Index and include reported offenses of murder, forcible rape, robbery, and aggravated assault—the violent crimes—plus burglary, larceny-theft, and motor vehicle theft—the property crimes.

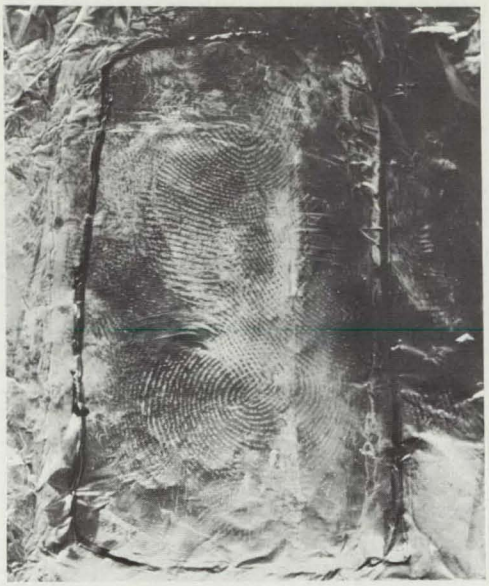
The total number of reported violent crimes decreased 5 percent during the year. Murder and robbery each declined 10 percent; aggravated assault dropped 1 percent; and offenses of forcible rape showed no change.

As a group, property crimes increased by 1 percent. Larceny-theft, which rose 5 percent, was the only Crime Index offense to increase in 1976. Motor vehicle thefts were down 6 percent, and burglaries decreased 5 percent.

Cities with 100,000 or more inhabitants reported no change in the volume of Crime Index offenses during the period, while law enforcement agencies serving the rural areas reported a 1-percent increase.

Geographically, increases in crime were reported in the Northeastern States, with a 5-percent rise, and in the Western States where the number of offenses increased 1 percent. The Southern States reported a decline of 1 percent, and crime in the North Central States decreased 3 percent.

DEVELOPING LATENT FINGERPRINTS ON ALUMINUM FOIL



The following technique is based on the experience of a U.S. Army Latent Fingerprint Examiner regarding developing latent fingerprints on aluminum foil with the magna brush.

A voluminous amount of marihuana (in the hashish form) is being wrapped in aluminum foil for street sale. Many cases of this type are being received by the U.S. Army Crime Laboratory-Europe. Not all of the aluminum foil forwarded for examination is received in a smoothed-out condition. Most often, the foil is received in a very wrinkled or crushed condition.

The method which has produced the best results in developing quality latent prints on foil is as follows: Utilizing the magna brush, process the foil with a powder mixture consisting of approximately one-third, by volume, brush-type powder and two-thirds magnetic powder.[1] A mixture of white brush-type powder and magnetic gray latent print powder gives the best result. When processing the foil, the individual should breathe on the foil from a distance of 3 to 5 inches. The heat and moisture generated from the processor's breath will rejuvenate any dried-out latent fingerprint(s), causing the magnetic powder mixture to adhere to the friction ridges. The wrinkled or crushed aluminum foil should be examined with the utmost scrutiny after it has been processed. If any ridge detail is detected, the foil can be smoothed by rubbing the foil on the side directly opposite the ridge detail. (For smoothing out aluminum foil, a small spatula or the underside of a spoon is very effective. So as not to harm the print, care should be exercised in the smoothing out process by placing the foil on a flat surface and rubbing it gently on the side opposite the developed latent print.)

After the foil has been smoothed, it should be then processed again using the same method. That is, breathe on the foil and pass the magna brush, with powder, over the area where the ridge detail was detected. The breathing and processing is done in a simultaneous motion.

Black magnetic powder should never be used when photography is employed as a step in processing and recording latent fingerprints found on aluminum foil. Aluminum foil, like other mirrored surfaces, will turn black when photographed using a direct light source. Therefore, a white-gray magnetic powder should be used so that the latent fingerprints can be recorded on film for comparison, and subsequently, identification.

FOOTNOTE

[1] John C. Wilson, "Developing Latent Fingerprints on Plastic Bags," *Identification News*, September 1974.

VOLUNTEER INTERPRETER: A POLICE ASSET

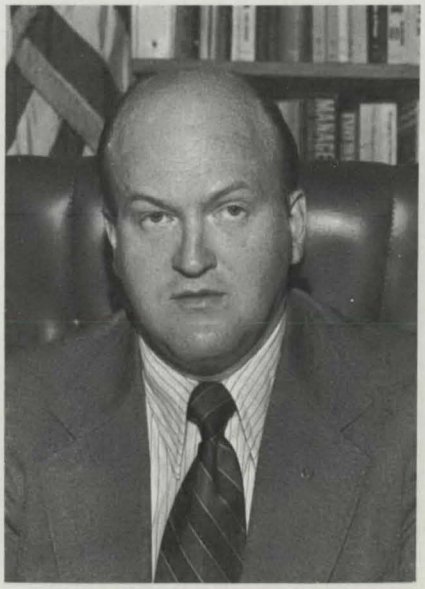
By
CHIEF JOHN H. BALL
and
DEP. CHIEF S. M. MEYER, III
Charleston County Police Department
Charleston Heights, S.C.

Because most Americans are taught at an early age to call upon "their friend, the policeman," the public often looks to the local police department for miscellaneous and sundry information, such as how to obtain municipal services, medical treatment, emergency assistance, and other referral information. The conscientious police administrator is therefore obliged, in the best interests of the community, to provide information which will direct the citizen according to his or her particular need.

A special police problem, however, is presented by the non-English-speaking person or the foreign visitor who requires attention but is unable to ask for assistance by virtue of the language barrier. This problem was emphasized during America's Bicentennial year when large numbers of visitors from other countries traveled to the United States to join in the celebration. Police departments, the international symbols of protection and service, were frequently besieged with requests for emergency services or simply for advice pertaining to special programs and events. Few departments were prepared to cope with voluminous inquiries; the need for interpreters was underscored.

> *"A special police problem . . . is presented by the non-English-speaking person or the foreign visitor who requires attention. . . ."*

The importance of interpretative services has long been recognized in historical Charleston County, S.C., which for years has attracted the cosmopolitan to its ante bellum homes

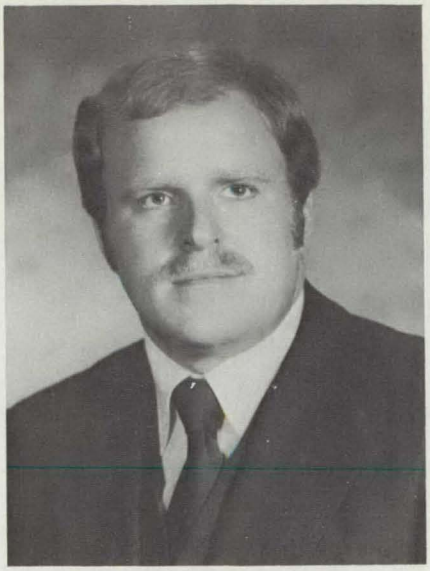


Chief John H. Ball

and plantations, slave markets, military installations, Fort Sumter, and busy Charleston Port; police departments there have been able to avail themselves of a unique service provided by a group of volunteer interpreters—civic-minded individuals who serve wherever and whenever requested on a 24-hour basis. This pool of interpreters has proven itself to be a valuable police asset for the past 19 years.

The service originated as a result of an incident which occurred in 1958. A Dutch sailor in obvious pain had been taken from his ship in Charleston Harbor to a local hospital. Due to the language barrier, he was unable to describe his mysterious ailment to doctors there. A community-oriented woman began a canvass of the surrounding neighborhood and located, to the relief of the sailor and distraught hospital staff, a native of Amsterdam who was able to act as an interpreter.

Recognizing the desperate need for interpreters in the Charleston area, she then began compiling a list of foreign-speaking volunteers from personal contacts and by advertising in local newspapers, magazines, and other media. Bilingual or multilingual residents willingly volunteered to be added to list. They invariably responded to her suggestion that a volunteer could be of assistance to his or her country folk in a time of need.



Dep. Chief S. M. Meyer, III

Currently, 1,000 copies of the Charleston Area Interpreters List are distributed to local and Federal law enforcement agencies, the State Ports Authority, hospitals, churches, and the like. The list is comprised of approximately 77 people who communicate in a variety of 37 languages, including Friesian and deaf mute. It is estimated that 1,300 foreigners a year receive assistance through this program.

An interpreters list is a viable resource for any department. It can be compiled by anyone willing to take the initiative. In an age of mobility and high-speed transportation, it is possible to locate and recruit foreign visitors and foreign-speaking residents in almost any community. Police departments, which often need interpreters at odd hours of the day and night, are well advised to maintain a list of this type for unexpected emergencies.

> ***"An interpreters list is a viable resource for any department. It can be compiled by anyone willing to take the initiative."***

In addition, an interpreter is sometimes able to determine if an individual is legitimately unable to speak English. On one occasion, the Charleston County Police Department had arrested a suspect who claimed to speak only a foreign language. A volunteer interpreter, however, quickly ascertained that the man spoke English as well, but was avoiding its use to evade questioning.

Clearly, the law enforcement and service aspects of police work can be facilitated through the services of the volunteer interpreter.

The Massage Parlor Problem

By
COMDR. MICHAEL J. O'DONNELL
and
LT. GEORGE M. BICEK
Vice Control Division
Chicago Police Department
Chicago, Ill.

The so-called massage parlor, which has recently proliferated in our Nation's cities and towns and in many foreign countries, has been the subject of much discussion among local law enforcement agencies. Judging from the number of inquiries the Chicago Police Department has received of late from various jurisdictions, both domestic and foreign, the inability to control its existing operations and prevent its spread has become a subject of prime concern.

The opening of a new massage parlor in a neighborhood usually precipitates an immediate negative response on the part of the community, which is apparent in the complaints received by the local police department. These complaints frequently include demands for immediate cessation of massage parlor activities at a given location. But, unfortunately, immediate restraint is rarely possible.

> ***"The opening of a new massage parlor in a neighborhood usually precipitates an immediate negative response on the part of the community. . . ."***

We should perhaps, at the outset, establish a working definition of the so-called massage parlor toward identifying the problems involved in coping with it. There are, of course, many respectable massage practitioners who are employed in legitimate establishments the world over; these are to be considered exceptions to the observations contained in this article. Our experience with the massage parlor in Chicago indicates that often it is simply a house of prostitution.

The owners and operators of massage parlors, in an attempt to circumvent the laws of the jurisdiction in which they are located, employ a variety of labeling and advertising techniques. The parlor may be variously named and advertise many different kinds of services, but the end result is the same—prostitution.

A few examples of labeling used in Chicago include "Nude Manicures," "Nude Shoeshine," "Nude Keymaking," "Nude Wrestling," and "Nude Sex Consultations," but the general

modus operandi of the parlors is the same. A customer enters and is greeted by the manager or deskman. After a brief conversation and possibly a check of the customer's identification, he is required to pay a fee ranging from $15 to $50. He then selects an available girl. The girl leads him to one of the several small rooms or cubicles, and in most cases, immediately informs him of the prices she charges for various sexual activities. This additional fee usually ranges from $25 to $75, but can be higher depending upon what the traffic will bear.

"The parlor may be variously named and advertise many different kinds of services, but the end result is the same—prostitution."

The first parlors originated in California, then spread to New York and eventually reached Chicago. One of the first parlors in Chicago advertised "Nude Massages," but specialized in masturbation for a fee. It was the contention of the owner of the establishment that masturbation for money violated no criminal statute, and that consequently, he and his employees were free from criminal prosecution.[1] His research into the prostitution statute of Illinois, which only prohibited acts of intercourse or acts of deviate sexual conduct for money, had been thorough and precise. His logic, however, proved faulty when he had assumed that masturbation for money was legal in Illinois. The purported loophole was quickly closed by applying the Illinois Obscenity Statute to this type of conduct.[2] Under this statute, the performance of an obscene act for gain is clearly prohibited. The application of the statute has been tested in the Illinois Appellate Court and has been affirmed by said court.[3]

As the parlors increased in number, the competition among them brought forth a full range of sexual performances that could be engaged in for a price. The parlors became increasingly blatant in their advertising. Business cards were handed out at train depots, airline terminals, hotels, and indiscriminately to persons on the street without regard to the age of the recipient. Bondage, masochism, sadism, and other sexual deviations were categorically listed on placards within the parlors, along with the prices for each. Massage parlors became the "supermarkets for sex." Understandably, these efforts on the part of the parlor operators to generate business resulted in a flood of complaints from citizens requesting police action.

"Massage parlors became the 'supermarkets for sex'."

In order to counter techniques circumventing prosecution under city licensing ordinances, a new and stronger massage parlor ordinance was passed by the city council, which defined a massage parlor by the activities performed rather than by the name of the establishment.[4] The new massage parlor ordinance spelled out in detail the types of activities that could not take place in the establishments.[5] It further prescribed the attire of employees of the parlor. The licensing procedure required that only licensed masseurs and masseuses could be employed in a massage parlor. Violations of the new licensing ordinance were charged against the applicable arrestees, along with the violations of the State statute. It was at this point in time that the parlors' operators, in circumvention of the stringent requirements of the new ordinance, dropped all pretense, stopped all claims to operating as massage parlors, and began to advertise themselves as nude wrestling studios, nude keymaking stores, and the like.

"It appeared that over half of those arrested had prior arrest records for prostitution and a good portion had a prior history of other criminal activity, ranging from murder to theft."

Supt. James M. Rochford

Paraphernalia recovered by police as a result of a massage parlor raid.

In a period of just over 2 years, the Prostitution Section of the Vice Control Division, Chicago Police Department, conducted about 280 separate raids, arresting over 950 individuals in the 63 parlors that operated in this city over that period of time. A study of the results disclosed some interesting statistics with reference to those arrested for prostitution in the parlors. It appeared that over half of those arrested had prior arrest records for prostitution and a good portion had a prior history of other criminal activity, ranging from murder to theft. In addition, officers often made arrests for prostitution in situations removed from the parlors, but found that the arrestee had been previously employed at one or more of the parlors.

Searches made during arrest situations disclosed torture equipment, such as the rack, crosses complete with specially made manacles, and an assortment of whips; leather bondage equipment, such as dog collars and facemasks; and various other types of restraints—indications of the depths to which the operators of these establishments will sink in their frantic efforts to make money and of the nature of the individuals who frequent these places. Any sexual perversion of human debasement could be obtained if the proper fee were paid.

Homosexual as well as heterosexual liaisons were offered in some parlors. Although the Criminal Code of Illinois does not attach criminal sanctions to homosexual conduct between consenting adults, the prostitution and obscenity statutes applied because the sexual conduct was engaged in for money.[6]

A new approach to the problem had to be developed that would be effective on a citywide basis. With this thought in mind, a meeting was set up with the attorneys for the city of Chicago, the Corporation Counsel's Office. As a result of this meeting and the ones that followed, a multifaceted attack was decided upon.

> ***"The first innovation was taking civil action, in addition to criminal action, against the parlor operators."***

The first innovation was taking civil action, in addition to criminal action, against the parlor operators. Equity courts have the inherent power to take jurisdiction of any situation where it can be evidentially shown that repeated criminal acts are occurring and that the criminal sanctions applied have been ineffectual in eliminating those acts.[7] It was therefore decided that evidence of repeated criminal violations would be presented by the city of Chicago to the Chancery Court of Cook County in the form of a petition

to enjoin the continued operation of a parlor as a public nuisance. Undercover police officers, who had made arrests for prostitution and obscenity at a particular parlor, were to sign an affidavit, which would state in detail the arrests they had made. This affidavit, along with a petition, would be filed with the clerk of the Chancery Court. The presiding judge, before whom the petition is presented, will decide on the sufficiency of the petition and supportive affidavit. He may grant an immediate temporary restraining order which is in effect for 10 days. The restraining order, when served, closes the operation under penalty of contempt of court for failure to do so.[8]

At a subsequent court hearing, upon a request for a preliminary injunction, the parlor operator has an opportunity to appear and be heard, as are the undercover police officers who had previously signed the affidavit and who now testify orally before the court. The judge may then grant a preliminary injunction, which extends the closing order until a permanent injunction is granted at the conclusion of the case.

The resources of the inspection division of the city's building department have likewise been effectively utilized as an enforcement tool. After the first few massage parlor raids, it became apparent that, due to the hasty construction of these establishments and the shoddy material used, numerous violations of the city's building code were present. In some instances, the violations were of such magnitude as to present a serious threat to the safety and well-being of other tenants in the buildings housing the parlors. A complete report on suspected violations was sent to the building department which conducted comprehensive inspections of the entire premises and in most cases found sufficient evidence to justify an immediate petition to the court for a "board up" of the premises.

The foregoing procedures have met with significant success in Chicago and have reduced the number of these establishments to a total of four—all four of which have cases, either criminal, civil, or both, pending against them.

> ***"It has been the policy from the onset of the investigations into massage parlor activity to consider persons who patronize prostitutes as being of equal fault with the prostitute; they have been arrested and charged as patrons under applicable city ordinances."***

The reader may, at this point, pose a question regarding the unequal application of sanctions. If females are arrested, what about the customers? It has been the policy from the onset of the investigations into massage parlor activity to consider persons who patronize prostitutes as being of equal fault with the prostitute; they have been arrested and charged as patrons under applicable city ordinances.[9]

The tenacity of the operators of these parlors has been such that constant pressure and continually updated, innovative procedures were required to effectively combat this growing menace.

As a logical reaction to increased raid activity by the prostitution section, the parlor operators began to demand extensive background information and proof of identity from every potential customer. Credit checks were conducted in most cases, and a 24-hour to 3-day waiting period was required before each new customer could be accepted and allowed to participate in the activities of the particular parlor.

In addition to these precautions, the various parlors joined forces and distributed among themselves a list containing the name, description, and

cover identity of every police officer who was involved in an arrest situation in any parlor in the city. This list was updated with each successive raid. Despite the increased difficulty engendered by these security procedures, the raids continued. New men were deployed, complete cover identities were developed, and penetration of the parlor operations remained at a high level.

"The media made an independent decision . . . to no longer accept [massage parlor] advertising."

The news media had been accepting advertising from massage parlor owners and operators, and it was felt that such publicity was contributing to enforcement problems. Meetings were arranged with the media at which time the nature of these establishments was disclosed. The media made an independent decision at that time to no longer accept their advertising. This put a decided crimp in the economic situation of the parlors.

"When a jurisdiction makes a decision to take effective action against parlor operators, the most important step is early detection and swift enforcement action."

When a jurisdiction makes a decision to take effective action against parlor operators, the most important step is early detection and swift enforcement action. Police officials responsible for this area of enforcement should consult with their local prosecutors, research the law as to applicable statutes and ordinances of their own jurisdiction, coordinate their activities with other city agencies, and keep continuous pressure on the parlor operations with the end result in mind of ridding the community of these eyesores.

When vice operations such as these are allowed to operate with impunity, the general tenor of the neighborhood changes. The type of clientele attracted offers no positive contribution to the community, and other crimes, such as thefts, extortions, and drug violations, are spawned as a result of the initial violation.

"The crackdown could not have been accomplished by dedicated Chicago police officers without . . . high-level endorsement and support."

The successful drive by the Chicago Police Department gained substantial support from the community because of repeated public statements by the late Mayor Richard J. Daley and Police Superintendent James M. Rochford, who seized every opportunity to voice their personal distaste of this blight on the city and their dedication to obliterating it. The crackdown could not have been accomplished by dedicated Chicago police officers without such high-level endorsement and support.

The Chicago plan is one other similarly plagued cities might well use against a base and shameful enterprise—the illicit massage parlor. FBI

FOOTNOTES

[1] Ill. Rev. Stat. ch. 38, para. 11–14 (1973); *City of Chicago* v. *Vincent Geraci, et al.*, 30 Ill. App. 3d 699 (1975).

[2] Id., para. 11–20.

[3] *Toushin* v. *City of Chicago*, 23 Ill. App. 3d 797; 320 N.E. 2d 202.

[4] Committee Comments—Ill. Rev. Crim. Code 239, 265 (1961).

[5] Chicago, Ill. Code ch. 152.

[6] Id.

[7] *Supra* note 3; *People ex rel. Dyer* v. *Clark*, 268 Ill. 156; 108 N.E. 994.

[8] Ten-day time limit on Temporary Restraining Orders is statutory—Ill. Rev. Stat. ch. 69, para. 3–1 (1975).

[9] Chicago, Ill. Code ch. 192, para. 1.

Lt. George M. Bicek

Comdr. Michael J. O'Donnell

Crime Resistance—

An Alternative to Victimization

By
THOMAS J. SARDINO
Chief
and
RODNEY W. CARR
Officer
Police Department
Syracuse, N.Y.

For more than 200 years America has been a land where men and women have willingly opposed aggression; and this spirit of independence—the realization that each citizen has a vital role in upholding the law—is just as important now as it was on July 4, 1776. Self-reliance is a time-tested and indispensable American virtue; and it is not surprising that this same citizen willingness to become involved has become the keystone of one of the most formidable weapons police administrators can deploy to deescalate the spiraling crime rates reported in communities of every size from coast-to-coast—the crime resistance program.

Nearly 1 year ago the Syracuse, N.Y., Police Department implemented what has become an extremely successful crime resistance program. Police officers assigned to it are known as members of the Crime Prevention Unit. Their motto is "Help us to serve you!" and their goal is to increasingly educate and motivate the public in respect to countering the criminal element. The program has brought to the attention of the citizen the measures he or she can take to make it more difficult for the criminal to operate.

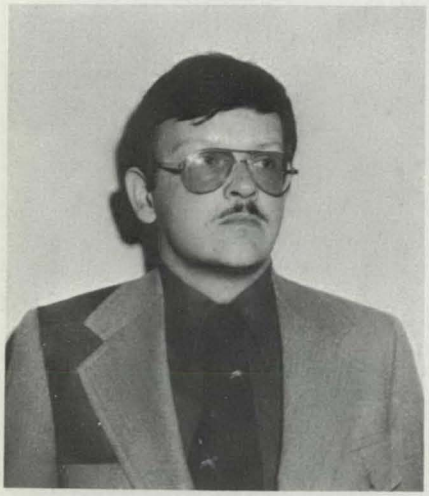
"Citizens must be made aware that crime is not merely a police problem, but rather a community problem."

Chief Thomas J. Sardino

Of course, the traditional role of law enforcement agencies, both large and small, has been the investigation of crimes and the apprehension of per-

petrators. But this approach by itself is no longer sufficient. Citizens must be made aware that crime is not merely a police problem, but rather a community problem. As FBI Director Clarence M. Kelley stated succinctly in his February 1976 Message in the FBI Law Enforcement Bulletin, we have "a national commitment . . . to resist crime, as individuals, families, and communities." Getting the crime resistance message to the residents of our community is the basic purpose of the Syracuse program.

The Crime Prevention Unit is comprised of three teams of two officers each. The unit is supervised by a sergeant, and it functions as a body within the department's Community Relations Section. The officers assigned there have all received training on the fundamentals of crime resistance. Crime Prevention Unit officers have been instructed by lock specialists, referral agency personnel, and command officers, and they have received additional training from the National Crime Prevention Institute at the University of Louisville in Kentucky.



Officer Rodney W. Carr

After the unit was organized in 1975, it began operating under the auspices of a grant from the Law Enforcement Assistance Administration. This grant made possible the procurement of a 55- by 12-foot mobile trailer which team members now take into various neighborhoods in the city. When they arrive in the neighborhood, the officers conduct a canvass of the area and distribute informative crime resistance literature to both residential and commercial occupants. In the evening, community meetings are held at the trailer, which is equipped to receive electric power supplied by a department-owned generator truck. There, basic crime resistance information is presented in various ways—motion pictures, 35-millimeter slides, and oral discussions. The equipment used in the audiovisual presentations was also purchased as part of the grant package.

An officer of the Crime Prevention Unit and downtown businessmen discuss the fundamentals of the department's crime resistance program. The motto of the Crime Prevention Unit is *"Help us to serve you!"*

Following this initial presentation, local residents and business owners are encouraged to request security surveys, and appointments for these services are made. Officers subsequently conducting the surveys record their recommendations on a carbonized form, a copy of which is then provided to the home or business owner. The officer's copy is filed, and a followup visit is conducted several months later to determine if the citizen requires additional advice or assistance. In almost every case to date, the individual requesting the survey has carried out, and in many instances exceeded, the recommendations of the officers.

During the first visitation, the Crime Prevention Unit officer will also, at the owner's request, inscribe any valuables with the owner's social security number. The discovery of such an identifying number by a would-be thief can, in itself, have a deterrent effect. A description and the serial number of the property, the owner's name and address, and his social security number are entered into the Onondaga County Law Enforcement Information System (OLEIS) computer for identification

The largest display of Syracuse police equipment ever assembled for public inspection. The display has just opened, and curious passers-by are beginning to select exhibits according to their special interests.

purposes in the event the articles are later reported stolen or recovered. This information has been extremely important to both the Syracuse Police Department and other law enforcement agencies within the county participating in this local shared-information system—a system programed to accommodate the social security number as an identifier.

One of the very first priorities of the Crime Prevention Unit was to create public awareness of its existence. This was accomplished through the generous cooperation of the printed and broadcast news media in the area. The new unit was initially announced in the Sunday supplement magazine of a local newspaper. This was followed by a series of public-service announcements featured on all three Syracuse commercial television stations and on many of the local commercial radio stations. Crime Prevention Unit members have also been highly conspicuous on a number of local radio and television "talk shows." This extensive media coverage has continued and has appreciably increased citizen interest in the Syracuse program. It is not unusual for each team to make at least one crime resistance presentation every night of the week.

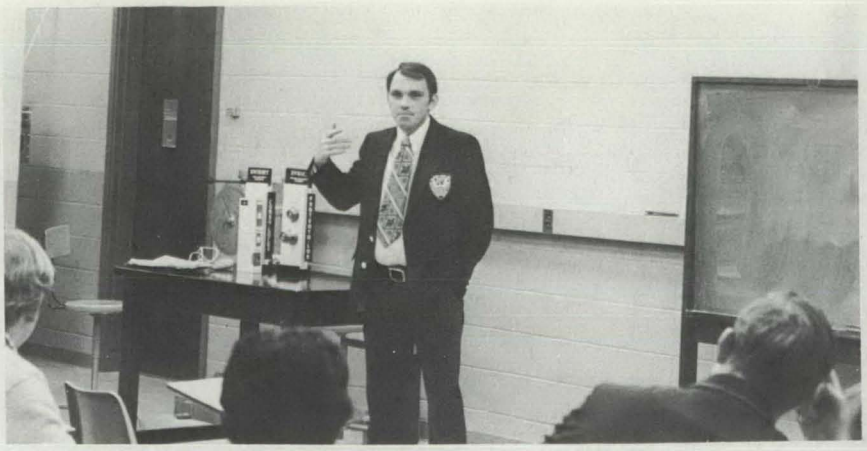
> ***"Once public acceptance and appreciation of this new program was recognized, crime prevention officers were called upon to instruct other departmental personnel regarding the fundamentals of crime resistance and the goals of the Crime Prevention Unit."***

In the interest of additional public exposure, May 14—during National Law Enforcement Week—was selected as a date to portray the role of this and other specialized units within the department. It was decided that this would take the form of a public display of personnel and equipment. The block-long layout included the Crime Prevention Unit's trailer complete with security displays, literature, film presentations, and individualized crime resistance discussions. This exhibit was one of the most popular that day. Also included among the specialized items of equipment were the department's helicopter, bomb truck, emergency van, mobile crime laboratory van, motorcycle squad, and the recently organized Mounted Horse Patrol Unit.

In addition to informing local citizens how the Crime Prevention Unit can help them deter crime in Syracuse, the Crime Prevention Unit officers and trailer have been displayed at the New York State Fair and the Spring Home Show, both of which are held annually in Syracuse at the State Fair Grounds, thereby reaching a diverse and greatly expanded audience.

Once public acceptance and appreciation of this new program was recognized, crime prevention officers were called upon to instruct other departmental personnel regarding the fundamentals of crime resistance and the goals of the Crime Prevention Unit. This is accomplished in part through inservice rollcall training and through the utilization of these officers as instructors at the police academy.

The department recently began another phase of training when the Syracuse Housing Authority agreed to provide at least six qualified senior citizen volunteers to undergo crime resistance training by Crime Prevention Unit officers. These volunteers, who are at least 60 years of age, will pass on crime resistance information to other senior citizens who occupy high rise apartments in the buildings in which the volunteers live. We believe that these volunteers will provide a direct liaison between their peers and the department and will be able to convey valuable information in a direct and productive manner.



Recruits Exposed to Crime Resistance. The fundamentals of the department's crime resistance program are outlined to new recruits at the Syracuse Police Academy.

While the Syracuse Police Department's crime resistance program is relatively young, the impact it has had on residents of this community has already been felt. More people have become interested in what they can do to resist crime and reduce the opportunities available to the criminal in their neighborhoods. Police personnel have also heard more than one suspect in custody state that he was not at all anxious to enter a home identified by a crime resistance window decal. Actually, the many citizens who have become interested in this concept have by their actions become participating crime resistance team members themselves. The goal of the Syracuse Crime Prevention Unit is to reach everyone with the same message, "Harden the target, don't become the next victim!"

"While the Syracuse Police Department's crime resistance program is relatively young, the impact it has had on residents of this community has already been felt. More people have become interested in what they can do to resist crime and reduce the opportunities available to the criminal in their neighborhoods."

Mobile Crime Lab Van. One of the first units to arrive on the scene in the event of a major crime, this vehicle and its driver are highly specialized. Photography, fingerprints, and forensic analysis can be done from this van during the course of an on-the-scene investigation.

BOMBING INCIDENTS DECLINE

During 1976, 1,564 bombing incidents were reported to the FBI as occurring in the United States and Puerto Rico. This figure represents the lowest number of bombings recorded for any 1-year period since the FBI began compiling this data in 1972. As a result of these incidents, 45 persons were killed and 206 persons were injured, and according to preliminary figures, in excess of $10,838,000 property damage was caused.

In comparison, during 1975, 2,074 incidents occurred, resulting in the deaths of 69 persons and injuries to 326 others. Property damage during this prior year was valued at approximately $27,003,000. This total included one incident causing $14,000,000 in property damage.

Explosive bombs were used in 1,036 of the 1,564 incidents, and 528 attacks involved bombs incendiary in nature. There were 1,793 devices used; 1,100 were explosive and 693 incendiary.

The leading targets were residences with 429 attacks. There were 337 attacks against commercial operations and office buildings; 193 were against vehicles; school facilities were targets in 125 attacks; 46 attacks were directed at law enforcement; and the remaining 434 attacks were widely distributed among a variety of other targets.

Regionally, the Western States reported 501 bombing incidents, the Southern States 413, the North Central States 406, the Northeastern States 236, and Puerto Rico 8.

Law Enforcement Award

The Association of Former Agents of the U.S. Secret Service, Inc. (AFAUSSS) will present an annual cash award to a deserving law enforcement officer, alive or deceased, for exemplary performance in any aspect of law enforcement work.

Nominations for the award may be initiated by any source, but must have the endorsement of the nominee's chief of police or agency head, and the act or incident for which the award will be presented must have taken place during calendar year 1976.

Any sworn, full-time officer, below the rank of chief, serving in a city, county, State police, or Federal law enforcement agency in the United States is eligible for consideration. Nominations may be made for exceptional achievement in any law enforcement endeavor, including but not limited to extraordinary valor, crime prevention, investigative work, community relations, juvenile programs, drug control and prevention, traffic safety, training programs, and innovative approaches to law enforcement.

There is no specified format for submission of a nomination. However, it must be accompanied by a brief statement of specific circumstances involving the distinguished law enforcement performance, supplemented by supporting documentation, such as departmental citations, letters of commendation, newspaper clippings, copy of reports, etc.

Review and final selection of the winner will be made by the Board of Directors of AFAUSSS and will be announced at the annual conference of the AFAUSSS to be held at Annapolis, Md., in September 1977.

Letters of nomination should be mailed to the Association of Former Agents of the U.S. Secret Service, Inc., P.O. Box 31073, Washington, D.C. 20031, and must be received no later than July 30, 1977.

Examination of Vehicle Identification Numbers

By
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Special Agent
Legal Counsel Division
Federal Bureau of Investigation
Washington, D.C.

Auto thefts have doubled in the past 10 years, totaling over a million vehicles in 1975.[1] Local and State law enforcement officers, in the enforcement of traffic laws and the investigation of accidents and criminal matters, have frequent contact with motor vehicles. Many turn out to be stolen cars. These contacts involving automobiles are fleeting in nature, and often there is a need to identify the automobile quickly. In this regard, the vehicle identification number often provides the only swift and positive identification procedure.

There are two types of vehicle identification numbers: (1) The public vehicle identification number (PVIN), usually located in the windshield-dashboard area of late model cars and on the doorpost or steering column of pre-1969 model cars; and (2) confidential vehicle identification numbers (CVIN), usually identical to the PVIN and appearing in secret locations known only to the manufacturer and police agencies.[2]

Law enforcement officers of other than Federal jurisdiction who are interested in any legal issue discussed in this article should consult their legal adviser. Some police procedures ruled permissible under Federal constitutional law are of questionable legality under State law or are not permitted at all.

Whether the need is to examine the PVIN or CVIN, two basic legal problems arise relating to a citizen's right to be free from unreasonable searches and seizures [3] of his vehicle, and the police officer's need to positively identify automobiles in connection with his official responsibilities. First, does a person have any "reasonable expectation of privacy" [4] in the PVIN that is visible without having to enter the automobile, and is the expectation greater when the police must enter a vehicle to examine the PVIN appearing on the doorpost or the CVIN which requires an entry or a more thorough examination? Secondly, may the police temporarily seize or remove a vehicle for purposes of identification, and if so, under what circumstances?

". . . the vehicle identification number often provides the only swift and positive identification procedure."

VIN Examination: Is it a Search?

Majority View

There is a difference of opinion among the Federal courts regarding whether the examination of PVIN's and CVIN's is a "search" within the terms of the fourth amendment. The Supreme Court of the United States has never addressed this question directly; however, an analysis of Federal appellate cases confirms that the majority of these courts hold that checking a motor vehicle solely for the purpose of determining a PVIN or CVIN is either not a search at all, or if a search, is reasonable if justified by facts supporting an articulable suspicion that the vehicle is stolen.

In an often cited 1967 case, *Cotton* v. *United States*, [5] it was held that the checking of the PVIN on the doorpost of an automobile, which involved opening the car door, was not a search. The court stated that even if such action were deemed a search, such a limited examination in most circumstances would be reasonable. Cotton had been arrested on a charge unrelated to the automobile he was driving. His car was impounded. Suspecting that the vehicle was stolen, the car door was opened, and the PVIN recorded. The glove compartment, trunk, and front seat area were also searched. The court held that the police should have obtained a search warrant supported by probable cause prior to searching the vehicle interior for physical evidence. However, it treated the examination of the PVIN differently. The court held that "when a policeman . . . has reasonable cause to believe that a car has been stolen, or has any other legitimate reason to identify a car, he may open a door to check the serial number, or open the hood to check the motor number, and that he need not obtain a warrant before doing so in a case where the car is already otherwise lawfully available to him." [6]

"There is a difference of opinion among the Federal courts regarding whether the examination of PVIN's and CVIN's is a 'search' within the terms of the fourth amendment."

In 1970, another Federal court in *United States* v. *Johnson* [7] aligned itself with the majority and held that where there is a legitimate reason to do so the mere checking of the identification number in order to more positively identify a vehicle is not a search within the prohibitions of the fourth amendment. In that case, Johnson had neither been arrested nor given consent to the search of a pickup truck on his property; a law enforcement officer had obtained permission to examine the truck from Johnson's wife and obtained the CVIN. The court, without considering the legality of the wife's consent, held that motor vehicle inspections by police officers entitled to be on the property where the vehicle was located, and which did not damage the vehicle and were limited to determining the correct identification numbers thereon, were not searches within the meaning of the fourth amendment.[8]

In 1967, the Supreme Court in *Katz* v. *United States* [9] established a new standard for deciding when a search is reasonable. Instead of the simple question of whether or not there was a trespass into a protected area, the Court substituted the often flexible standard of an individual's expectation of privacy in the subject matter of the search.

Four years later, a Federal appellate court, relying on this new standard, decided in *United States* v. *Powers* [10] that the examination of a CVIN constituted a search, but that in view of the nature of the evidence sought, the warrantless search was reasonable under the circumstances. The case involved a custodial traffic arrest and the removal of the car to a local garage. At the time of arrest, police no-

ticed the doorpost PVIN plate was missing and conducted a warrantless inspection for the CVIN (located in a barely accessible place) the following day. The court justified its decision on two factors, the mobility of a motor vehicle and the "expectation of privacy" that a person may reasonably claim for those parts of his vehicle where identification numbers are posted. The court categorized identification numbers (it did not distinguish between PVIN's and CVIN's) as "quasi public" [11] information and noted that a search of those parts of the vehicle displaying such numbers is but a minimal invasion of a person's privacy, requiring neither a warrant nor probable cause.

State courts have also frequently adopted the view that the examination of the PVIN or CVIN of a vehicle otherwise lawfully seized or situated in a place readily accessible to the police without a seizure or detention problem is either not a search, or if a search, is reasonable even though conducted without a warrant and under circumstances that do not necessarily add up to probable cause to believe the car stolen.[12]

The above cases involve entries into unlocked vehicles. What if a police officer, acting on facts that would support only a suspicion of auto theft, wants to examine the interior of a locked car for the sole purpose of determining the identification number? In such a case, the intrusion no longer can be considered minor, and the fact that the vehicle was locked obviously affects a person's reasonable expectation of privacy.

A Florida appellate court decided in 1973 that an entry into a locked car, even for the limited purpose of determining a PVIN or CVIN, can be justified only if the strict requirement of probable cause is present and either a warrant is obtained or one of the exceptions to the warrant requirement is present. In *State* v. *Cohn*,[13] police officers, acting on a hunch, checked the PVIN which was readily visible through the windshield. On noting that the public number had been obviously altered, police opened the locked vehicle using a coat hanger and checked a CVIN located inside. It was determined that the vehicle was stolen. The court sustained the search holding that: (1) Merely looking at the PVIN through the windshield is not a search; and (2) observation of the altered and covered PVIN which constituted a violation of Florida statutes [14] justifies a warrantless search of the vehicle's interior. This conclusion was reached by the court applying a rule unique to the search of automobiles, permitting a warrantless search where there is probable cause to believe the vehicle contains evidence coupled with exigent circumstances making the obtaining of a search warrant impractical.[15]

> ***". . . entry into locked vehicles to determine VIN's, representing a much greater fourth amendment intrusion, generally requires a warrant or one of the exceptions to the warrant requirement."***

Minority View

Simpson v. *United States*,[16] decided by a Federal appellate court in 1966, is a notable case denying police warrantless access to vehicle identification numbers. Simpson was arrested at a motel for vagrancy and suspicion of car theft. The automobile he was driving was located at a gas station distant from the place of arrest. It was towed to the police station, and the next day, the car was entered and the PVIN obtained. The court held that the examination of the PVIN constituted an illegal entry and search. The court considered the arrest unconstitutional, and since the evidence derived from the vehicle examination was a direct result of the illegal arrest, it was thereby tainted. However, the court observed that even assuming that the original arrest was lawful, the "illegal entry into the car condemns the information gathered by virtue of such illegal entry, including material garnered as a result of the unreasonable search." [17] The court held that not only the identification number but also the subsequent information acquired by checking the number through appropriate sources was inadmissible.

In *United States* v. *Self*,[18] decided in 1969, the same appellate court appears to have embraced the majority view while still managing to distinguish rather than overrule the *Simpson* decision. In *Self*, police detained for investigation two men observed acting suspiciously in the parking area of a shopping center. When a question arose about the registration papers of their car, the police opened the car door and saw that the PVIN plate was missing from the steering column. The court held that the opening of the car door for the sole purpose of checking the PVIN may not have been a search, but even if it were, it was reasonable under the circumstances. The court, distinguishing *Simpson*, relied on the fact that in that case there was a purported arrest for investigation and a search for the PVIN conducted at another location remote from the place of arrest. Comparing the *Simpson* and *Self* decisions, it may be said that the 10th Circuit is not so much concerned with warrantless examinations of vehicles for the sole purpose of determining identification numbers as it is with the making of pretext arrests and the impounding and searching of vehicles pursuant thereto.

The following commentary is offered to assist police officers in fulfilling their responsibilities in identi-

fying the status of automobiles. In most jurisdictions, where an unlocked vehicle is lawfully seized or situated in a place readily accessible to the police without any seizure problem presented, an examination of the PVIN or CVIN will be deemed reasonable and permissible provided the below guidelines are followed: (a) There is legitimate reason to identify the vehicle or an articulable suspicion (not just a hunch) that the vehicle is stolen; (b) the scope of examination is limited to determining PVIN or CVIN—a pretext or subterfuge for investigation purposes will render the examination unlawful; (c) the examination is conducted in a manner which causes the least degree of intrusion and avoids any damage to the vehicle; (d) the entry into locked vehicles to determine VIN's, representing a much greater fourth amendment intrusion, generally requires a warrant or one of the exceptions to the warrant requirement.

Seizure of Vehicle to Examine PVIN

Ordinarily, an officer searches for and then seizes evidence. But occasionally, the opposite occurs. The seizure precedes the search. Such is the case with efforts to check VIN's. In many cases, the automobile must be seized in order to conduct the examination. As a general rule, police cannot conduct random motor vehicle stops for the purpose of checking PVIN's or CVIN's.[19] But, can vehicles be detained for identification purposes on available facts pointing to suspicion of crime and yet not of such quantity and quality to meet the probable cause standard?

"As a general rule, police cannot conduct random motor vehicle stops for the purpose of checking PVIN's or CVIN's."

Cardwell v. *Lewis*,[20] decided by the Supreme Court in 1974, provides some insight. In *Cardwell*, the police conducted an examination of the exterior of a vehicle for paint scrapings and tire casts after the vehicle had been towed from a public parking area to a police impoundment lot. The Supreme Court held that one could have no reasonable expectation of privacy regarding those parts of a vehicle openly exposed to the public; thus, there would have been no problem had they conducted an on-the-scene examination of the car's exterior. However, the police seized the vehicle and towed it to their impoundment lot. The Supreme Court held that the warrantless seizure was not a minor intrusion and could only be justified upon a showing of probable cause plus exigent circumstances, which the court felt were present.[21]

Building upon the rationale set out in the *Cardwell* case, one can draw a distinction between a temporary on-the-scene seizure of a vehicle for the purpose of ascertaining the identification number and the much more intrusive seizure and removal of the vehicle to the police impoundment lot. In the one case, the seizure is only temporary, involving a minimum of inconvenience to the driver whereas the seizure and removal of the vehicle for a closer examination is much more intrusive and as the *Cardwell* case points out, would have to be justified by probable cause.

United States v. *Squires*,[22] decided in 1972, expressly states that "[w]hile circumstances amounting to less than probable cause may justify the minimal intrusion involved in an on-the-scene inspection of the VIN or CVIN, the greater intrusion involved in impounding or seizing a vehicle cannot be justified without probable cause."[23]

Squires had been arrested on a traffic warrant while sitting in a vehicle parked near his residence. The car was registered in the name of a corporation and a question arose as to its ownership, whereupon one of the officers checked the PVIN on the doorpost. Although lacking probable cause to believe the car was stolen, the officers were not satisfied with the vehicle registration and impounded the car. A later examination of the CVIN on the chassis confirmed that the car was stolen. The court, in holding that the removal of the vehicle was improper, found that the on-the-scene inspection was reasonable under the circumstances, and had the police continued the inspection at the parking lot and ascertained that the CVIN and PVIN did not correspond, they would have had probable cause to believe the car had been stolen. Instead, they seized and removed the car without probable cause first being established, and the court held the subsequent examination invalid. It should be noted that the police were unable to justify the seizure as an impoundment[24] since the vehicle was parked in close proximity to Squire's residence and thus there was no need to safeguard it.

In *United States* v. *Brown*,[25] decided in 1976, another Federal appeals court held the seizure of a vehicle permissible as a valid impoundment, and the warrantless examination of the windshield PVIN followed by an examination of the CVIN reasonable. Brown was arrested when he stopped to purchase gas and charged with driving while intoxicated; his car was secured and left at the gas station. Several hours later, upon learning that Brown had concealed his true identity and had tendered a driver's license other than his own, the police had the vehicle towed to a private garage adjoining the police station; an outside examination confirmed

that the PVIN in the windshield-dashboard area had been tampered with. The court found that the police were then justified in entering the car and examining the PVIN stamped into the engine block. The court, in holding the seizure valid, found that the police had legitimate grounds to impound the automobile.[26]

A Connecticut court decision illustrates the principle that a vehicle may be detained on less than probable cause in order to determine if it is stolen. In *State* v. *Colon*,[27] police, in routinely checking auto junkyards, found that the PVIN plate had been removed from a wrecked auto. A record check revealed that the same identification number was registered to a similar vehicle belonging to Colon. When Colon was observed driving off in the vehicle in question, police pulled him over and conducted an on-the-scene examination of the PVIN and subsequently placed Colon under arrest. The police action was held to be reasonable, and the court in reaching its decision utilized the temporary investigation detention standard set down in *Terry* v. *Ohio*: [28] "[W]ould the facts available to the officer at the moment of the seizure or the search 'warrant a man of reasonable caution in the belief' that the action taken was appropriate?" [29]

In connection with any discussion involving the temporary seizure or detention of a vehicle for the sole purpose of determining whether it is stolen, one recent Federal court of appeals case should be mentioned. In *United States* v. *Currizoza-Gaxiola*,[30] decided in 1975, a team of Federal and State officers intercepted vehicles suspected of being stolen and transported to Mexico and conducted license, registration, and PVIN checks. Vehicles meeting a specified profile were stopped pursuant to Arizona statutes relating to vehicle registration and possession of operators' licenses. The court, in holding such stops unconstitutional, noted that where the purpose of the vehicle stop was to detect stolen vehicles, rather than to check for compliance with State licensing and registration requirements, such stops must be based on facts that would support a founded suspicion that the vehicle is stolen. Authority to conduct license and registration checks cannot be used as a pretext to justify the warrantless search of a vehicle to determine if it is stolen.

Conclusion

The rationale usually relied upon by the courts in permitting warrantless examinations of automobiles for the limited purpose of determining PVIN's or CVIN's is founded on the quasi-public nature of vehicle identification numbers which precludes any "reasonable expectation of privacy" therein, and the inherent mobility of vehicles. The courts will usually permit a warrantless "minor intrusion" into the vehicle interior provided the intrusion is limited to determining the identification number and is not a pretext or subterfuge to conduct a search for other evidence contained in the vehicle. If the vehicle is not otherwise in lawful police custody, temporary on-the-scene stopping and detaining of the vehicle for an identification number examination must be justified by facts supporting a "reasonable suspicion" that the vehicle is stolen. Removal of the vehicle for a closer examination represents a much greater intrusion and should be accompanied by a quantum of facts sufficient to support a search warrant or a seizure and search under one of the exceptions to the warrant requirement.[31]

Regarding both the search and seizure issues presented in this article, it is important to note that State courts are free to set higher standards of reasonableness and probable cause requirements that surpass Federal constitutional standards.

Accordingly, State law enforcement officers should carefully review the law in their particular State to determine if they are held to a higher standard.

FOOTNOTES

[1] FBI, Crime in the United States, (1966 and 1975).

[2] National Automobile Theft Bureau can assist police agencies in determining locations of CVIN's.

[3] U.S. Constitution amend. IV states in part: "The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated. . . ."

[4] *Katz* v. *United States*, 389 U.S. 347, 360 (1967).

[5] 371 F. 2d 385 (9th Cir. 1967).

[6] Id. at 394.

[7] 413 F. 2d 1396 (5th Cir. 1969), *aff'd en banc* 431 F. 2d 441 (1970).

[8] 431 F. 2d 441 (5th Cir. 1970).

[9] *Supra*, n. 4.

[10] 439 F. 2d 373 (4th Cir. 1971), cert. denied 402 U.S. 1011 (1971).

[11] Id. at 375.

[12] See, e.g., *State* v. *Colon*, 316 A. 2d 797 (Conn. Cir. Ct. 1973); *People* v. *Wolf*, 326 N.E. 2d 766 (Ill. 1975); *Commonwealth* v. *Navarro*, 310 N.E. 2d 372 (Mass. Ct. App. 1974); *People* v. *Valoppi*, 233 N.W. 2d 41 (Mich. Ct. App. 1975); *State* v. *Bagnard*, 210 S.E. 2d 93 (N.C. Ct. App. 1974); *Tate* v. *State*, 544 P. 2d 531 (Okla. Crim. App. 1975); *Fox* v. *Commonwealth*, 189 S.E. 2d 367 (Va. 1972).

[13] 284 So. 2d 426 (Fla. Dist. Ct. App. 1973).

[14] Fla. Stat. Ann. sec. 320.33 (unlawful to possess motor vehicles from which serial number has been removed).

[15] *Carroll* v. *United States*, 267 U.S. 132 (1925) and *Chambers* v. *Maroney*, 399 U.S. 42 (1970).

[16] 346 F. 2d 291 (10th Cir. 1965).

[17] Id. at 294.

[18] 410 F. 2d 984 (10th Cir. 1969).

[19] Schofield, "Routine License Checks and the Fourth Amendment," *FBI Law Enforcement Bulletin*, 26 (Sept. 1976).

[20] 417 U.S. 583 (1974).

[21] Id. at 595.

[22] 456 F. 2d 967 (2d Cir. 1972).

[23] Id. at 970.

[24] Rissler, "Inventorying Impounded Motor Vehicles—*South Dakota* v. *Opperman*," *FBI Law Enforcement Bulletin*, 28 (Nov. 1976).

[25] 535 F. 2d 424 (8th Cir. 1976).

[26] Id. at 428 (impoundment justified based on suspicious circumstances, the continued detention of Brown, and the necessity of moving the car from the service station).

[27] 316 A. 2d 797 (Conn. Cir. Ct. 1973).

[28] 392 U.S. 1 (1968).

[29] Id. at 21.

[30] 523 F. 2d 239 (9th Cir. 1975).

[31] *Carroll* v. *United States*, 267 U.S. 132 (1925) (probable cause to believe a mobile vehicle contains evidence); *Preston* v. *United States*, 376 U.S. 364 (1964) (defendant lawfully arrested while in vehicle); *Cooper* v. *California*, 386 U.S. 58 (1967) (vehicle lawfully held as evidence pending institution of forfeiture proceedings); *Cady* v. *Dombrowski*, 413 U.S. 433 (1973) (reasonable belief that vehicle contains an object dangerous to the public); *South Dakota* v. *Opperman*, 49 L. Ed. 2d 1000 (1976) (impoundment and inventory of vehicles).

FOIPA Costs Spiral

The FBI has recently implemented a multimillion dollar program designed to relieve the volume of paperwork generated by the Freedom of Information and Privacy Act (FOIPA). In spite of increases in FOIPA personnel and thousands of overtime hours, the FBI has been unable to keep pace with the massive waves of FOIPA requests.

The newly operational program, which is expected to cost at least $11.6 million, is designed to eliminate a backlog of nearly 10 million pages and will enable the FBI to comply with FOIPA time provisions and keep abreast of future requests.

About $6.5 million of the program's overall cost will bring 2 task forces of 200 Agents each from throughout the Nation to FBI Headquarters during a 6-month period. The task force Agents will assist the permanent staff of 53 Agents and 322 support personnel in reviewing millions of items of information in FBI files and responding to FOIPA requests.

According to FBI Director Clarence M. Kelley, the reassignment of these 400 field Agents represents a total loss of 85 man-years in investigative effort.

The overall cost of the FOIPA program has skyrocketed. The section's permanent staff has increased from 8 in 1974 to a March 1977 complement of 375, with a total overtime record of 20,063 hours from 1975 to August 1976. Fiscal year 1974's cost was $160,000; fiscal year 1975 amounted to $462,000; and fiscal year 1976 jumped to $3,115,984. Even after elimination of the current backlog, permanent annual cost of the FBI's FOIPA Branch will be more than $6.4 million.

"Cat Burglar" Identified Through Composite Set of Latents

An officer from a police department in a southern city, while attending the FBI National Academy at Quantico, Va., was informed during a lecture by an FBI fingerprint instructor that, on occasion, a composite set of fingerprints consisting of latent fingerprints obtained at a crime scene, or scenes, could be classified and searched in the FBI Identification Division's main fingerprint file. The officer immediately considered this potentiality in a case involving numerous unsolved burglaries with a common modus operandi which had occurred in his area. He, thereafter, requested personnel of his department to submit a composite set of latent fingerprints to the FBI Identification Division for a search. This set was to be carefully compiled from among many latent fingerprints gathered at scenes of these burglaries.

Upon receipt by the Identification Division of photographs of the composite set of latent fingerprints compiled, they were classified by a fingerprint specialist. Thereafter, as a result of a search in the main fingerprint file, the prints were identified. The known fingerprints on file were then each compared closely with the corresponding fingerprints in the composite set of latents on hand and again found to be identical. This information was immediately furnished, along with a photograph of the person identified, to the contributing police department.

The perpetrator of these burglaries was labeled the "Cat Burglar," inasmuch as he stealthily entered bedrooms while the occupants slept and looted their wallets and purses.

The expertise of the investigative personnel in carefully analyzing the numerous latent prints gathered so as to determine the sequence, thereby producing the composite, and the alertness of the officer attending the National Academy training lecture, contributed substantially to the solution of this case and the subsequent apprehension and successful prosecution of the Cat Burglar.

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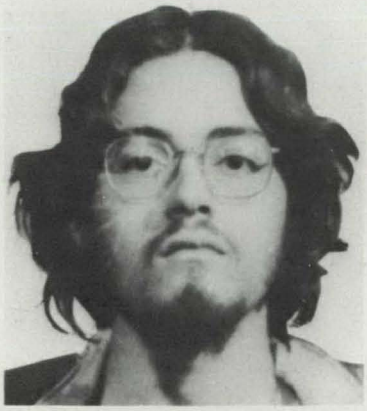

Photographs taken 1973.

Photograph taken 1975.

CARLOS ALBERTO TORRES, also known as Carlos A. Tone

National Firearms Act

Carlos Alberto Torres is currently being sought by the Federal Bureau of Investigation for violation of the National Firearms Act.

The Crime

On November 3, 1976, Chicago, Ill., police discovered an explosive cache and bomb factory in an apartment building in that city. It was determined that the building is owned by Torres, and that no record existed of the explosives being registered to him as required by the National Firearms Act. A Federal warrant was issued on November 4, 1976, at Chicago, Ill., charging Torres with violation of the National Firearms Act.

Description

Age	24, born September 19, 1952, Ponce, P.R.
Height	5 feet 6 inches.
Weight	140 pounds.
Build	Medium.
Hair	Brown.
Eyes	Brown.
Complexion	Medium.
Race	White.
Nationality	American.
Remarks	May be clean shaven with close-cropped hair.
Social Security No. used	323-46-7644.
FBI No.	8,336 N7.

Fingerprint Classification:

15 O 32 W OOO
M 24 W IOM

NCIC Classification:

POPO15POPOPMPIPOPMPI

Caution

Torres, who has no known occupation or arrest record, should be considered armed and dangerous.

Left middle fingerprint.

Notify the FBI

Any person having information which might assist in locating this fugitive is requested to notify immediately the Director of the Federal Bureau of Investigation, U.S. Department of Justice, Washington, D.C. 20535, or the Special Agent in Charge of the nearest FBI field office, the telephone number of which appears on the first page of most local directories.

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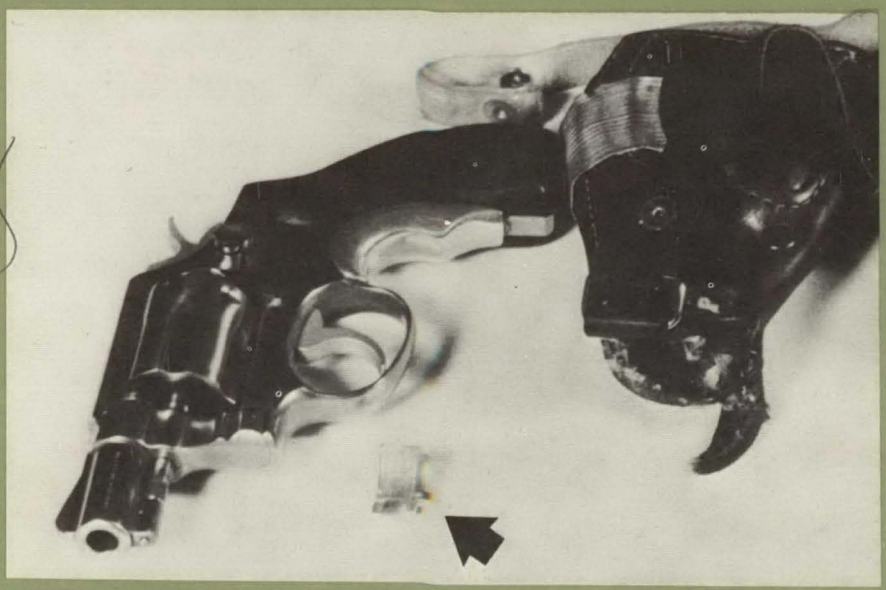

Baltimore City PD

The "trigger shoe" (see arrow—above photo) is a metal device which, when attached to a trigger, in effect widens it for the alleged purpose of facilitating a smoother trigger squeeze.

Recently, a Baltimore City Police Department officer escaped serious injury when his revolver, equipped with a trigger shoe, discharged while holstering.

The trigger shoe, reportedly, has not only the potential of snagging on a holster and accidentally firing, but also tends to loosen, slide down the trigger, and disable the weapon by jamming the trigger against the guard.

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INTERESTING PATTERN

The above pattern consists of a combination of two different pattern types, a whorl and a tented arch. It is classified as an accidental-type whorl. The meeting tracing is obtained by tracing from the extreme left delta to the extreme right delta.